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Goals Objectives: Areawide Waste Treatment Management Plan for the Greater Houston Area (Section 208, PL 92-500)

Houston-Galveston Area Council, Texas

Prepared for

Environmental Protection Agency, Washington, D.C.

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GOALS AND OBJECTIVES

SEPTEMBER 1976

HOUSTON-GALVESTON AREA COUNCIL

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GOALS AND OBJECTIVES

AREAWIDE WASTE TREATMENT MANAGEMENT PLAN
FOR THE
GREATER HOUSTON AREA
(SECTION 208, PL 92-500)

SEPTEMBER 1976

PREPARED FOR THE HOUSTON-GALVESTON AREA COUNCIL
BY THE CITIZENS ADVISORY GROUP FOR THE GREATER HOUSTON AREA

H-GAC HOUSTON-GALVESTON AREA COUNCIL

September 1, 1977

The Greater Houston Area has been awarded a Federal grant under Section 208 of the Federal Water Pollution Control Act of 1972 to develop an areawide waste treatment management plan for improving water quality in the region. The plan is being prepared by the Houston-Galveston Area Council (H-GAC) with the assistance of citizens and professionals in the region.

One of the major roles designated for citizens in the development of the 208 plan was the determination of planning goals and objectives to provide an indication of public concerns and an important form of guidance for those planners and consultants professionally involved in the program. The following report, Goals and Objectives for the Areawide Waste Treatment Management Plan, is the product of citizen involvement in this aspect of the 208 program.

This document is a formal report of the Goals and Objectives Subcommittee of the Citizens Advisory Group (CAG) for the Greater Houston Area 208 program. The CAG is an open-membership organization which was established to provide a forum for citizen participation in 208 planning. This group was requested by the Areawide Planning Advisory Committee to assume the responsibility for formally developing the goals and objectives of the planning program. This report is the result of that development process. It represents the culmination of six months of effort which included four public workshops, several CAG meetings, a questionnaire mailed out to approximately 580 interested citizens in the Greater Houston Area, and numerous hours of work on the part of CAG subcommittee members and the H-GAC staff.

The goals and objectives will provide part of the criteria by which the alternative technical and management plans prepared during the planning process will be evaluated, prior to selection of the final 208 plan. The 208 planning staff and consultants will be addressing the important public concerns embodied in these goals and objectives during plan development. Their work will include a consideration of the economic, social, and other implications of the 208 proposals, in relationship to these goals and objectives. This report seeks to provide a better understanding of the goals and objectives and the procedure through which they were developed.

This report was accepted by the Areawide Planning Advisory Committee at its November 23, 1976 meeting.

Sincerely,

Ken Kramer

Ken Kramer, Chairman
Citizens Advisory Group

P. O. BOX 22777
3701 WEST ALABAMA

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INTRODUCTION

An essential function in the development of an Areawide Waste Treatment Management Plan is the development of locally desired goals and objectives for the affected area. To insure maximum public representation and participation in this development, the task has been undertaken by the Citizens Advisory Group (CAG) prior to submittal to the Areawide Planning Advisory Committee (APAC) for action. This report presents the goals and objectives as prepared by the CAG; the objectives are listed in the priority determined by response to a questionnaire sent to citizens on a mailing list developed by the H-GAC.

All of the goals and objectives statements presented originated from four public workshops held in March and April of 1976. After receiving over 200 suggestions, the CAG and a designated subcommittee edited, condensed and grouped the statements into a form amenable to public comment. These statements were then used in the above-mentioned survey. A more detailed discussion of the methods used to develop these statements is included in this report.

The goals and objectives, presented in this report, have been prepared for use by the H-GAC for guidance in producing the 208 plan. It is intended that as the planning program proceeds, these statements will be used in the review process to assure that local ideas and concerns are recognized and included.

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GOALS AND OBJECTIVES

FOR THE GREATER HOUSTON AREA 208 PROGRAM*

THE OVERALL GOAL OF THE GREATER HOUSTON AREA 208 PROGRAM IS TO ELIMINATE THE DISCHARGE OF POLLUTANTS INTO THE WATER RESOURCES OF THE AREA BY 1985, WITH PARTICULAR ATTENTION TO:

A. Preserving and protecting the quality of groundwater resources.
B. Preventing further degradation of bodies of water.
C. Assuring that efforts to improve water quality take into account special problems posed by the existing uses of various bodies of water.
D. Attaining and maintaining water quality commensurate with the protection, propagation, and human consumption of finfish, shellfish, and wildlife native to the area.
E. Attaining and maintaining water quality that allows for recreation in and on the water.
F. Attaining and maintaining drinkable water in as many bodies of surface water as technically, economically, and naturally possible.

The attainment of the desired level of water quality in the Greater Houston 208 Area is closely linked to the achievement of the following specific goals and objectives, which are:

1. To develop an efficient, economical, responsible, and publicly accountable institutional arrangement for managing water resources by:

   a. maintaining a vigilant liaison program with the technical community;
   b. requiring consideration of the environmental consequences of management decisions;
   c. coordinating all water quality programs;
   d. reducing the number of overlapping authorities;
   e. providing for, encouraging and assisting public participation in the management process;
   f. establishing jurisdictional boundaries consistent with natural watersheds;
   g. providing for citizen petition to remove board members;
   h. providing for local control of implementation;
   i. providing for the election of governing board members;
   j. providing for election from single-member districts whose size is small enough to assure adequate representation;
   k. providing for local establishment of standards more stringent than state or federal standards.

*Objectives are listed in order of priority as determined by citizen responses to a goals and objectives questionnaire. Please see Section III for a full explanation of the manner in which priorities were determined.

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2. To provide for water pollution abatement and watershed management that encourages orderly growth by:

   a. providing waste treatment facilities at the time development occurs;
   b. coordinating the location of new treatment facilities with other area authorities who perform planning functions;
   c. limiting the amount of new development to the assimilative capacity of the watershed;
   d. restoring and enhancing the capacity of streams to naturally assimilate biodegradable wastes;
   e. assuring that any land use measures necessary for an effective water quality management program be flexible;
   f. directing growth away from flood plains, areas experiencing land subsidence, ecologically fragile and unique areas, aquifer recharge zones, and drinking water supplies, and toward less sensitive areas;
   g. limiting pollutant discharges to the capacity of available waste treatment facilities.

3. To establish financial incentives that encourage prompt, affirmative, and cost-effective steps on the part of public and private institutions to develop and maintain adequate water pollution abatement facilities, by:

   a. providing an incentive program that is administered in such a manner that both the incentives and the administrative procedures are easily understood by the public and by the institutions involved;
   b. providing for fair distribution of the costs of pollution abatement facilities.

4. To develop a point source pollution abatement program that includes:

   a. achieving appropriate treatment of all discharges;
   b. reviewing and updating water quality standards regularly, based on the evaluation of progress toward goals;
   c. establishing and implementing techniques to monitor all discharges.

5. To develop a nonpoint source pollution abatement program that includes:

   a. protecting water resources from accidental discharges of oil and hazardous substances;
   b. reviewing and updating water quality standards regularly, based on the evaluation of progress toward goals;
   c. utilizing non-structural control methods wherever appropriate and feasible;
   d. protecting water resources from the effects of dredging;
   e. implementing controls on erosion;
   f. establishing a program to monitor nonpoint source pollution;
   g. implementing controls on pollution resulting from stormwater runoff.

6. To provide for an active public education and information program on the effects of water pollution, the necessity of regulations, the goals of 208 water quality planning, and the benefits to be obtained from pollution control efforts. Such a program should include:

   a. *identifying agency personnel with clear responsibilities for maintaining an adequate flow of information to the public;*
   b. *providing technical data for those citizens desiring that level of information;*
   c. *disseminating information through public education events and existing information centers dispersed throughout the area;*
   d. *providing information translated from technical documents into an understandable and meaningful form for citizens without technical expertise;*
   e. *publishing on a periodic basis documents listing pollution sources in order of magnitude and charts showing progress toward 208 water quality goals and objectives.*

7. To promote a more efficient use of water resources by:

   a. *encouraging water conservation;*
   b. *developing and utilizing water recycling techniques.*

8. To coordinate the efforts to improve water quality in the 208 area with other environmental planning programs relating to air quality, solid waste disposal, flood plain management, coastal zone management, food and other agricultural concerns, and similar concerns in the Greater Houston and surrounding areas.

PROCESS FOR ESTABLISHING

GOALS AND OBJECTIVES

Overview

In early February of 1976, the H-GAC evaluated various methods of ascertaining locally-desired water quality goals and objectives. The process selected was a modified Delphi process. The Delphi process is an iterative, normative group decision-making process well known for its use in technological forecasting and military threat estimating.* In this process, participants are asked to respond anonymously to questions and issues. Responses are edited and recirculated, serving as the basis for the responses in the next round. At the beginning of each subsequent round, participants are informed of the opinions of the group, and are offered the opportunity to change their previous responses. In this manner, consensus is generally achieved rapidly, without the overriding influence of personalities, organization power, and apparent expertise.

A five-step iterative approach based on this modified Delphi process was used as the method for establishing the goals and objectives for the Greater Houston Areawide Waste Treatment Management Plan. It is called "modified Delphi" because at certain stages of the process the goals and objectives, established in the normative process, are referred to a small group for discussion, revision, and editing before being returned to the large group for ratification. This approach is explained graphically in Figure 1.

The five steps in the process were accomplished by a series of four public workshops and a mailout "questionnaire". The first workshop afforded all participants with an opportunity to write statements of their objectives for water quality management. At the second workshop, all participants were asked to place each of the objectives into groupings of their choosing. These groupings of objectives were discussed and named in the third workshop. The fourth workshop was held for the purpose of expanding the group names into goals statements. The resulting goals and objectives statements were then sent, in the form of a questionnaire, to a mailing list of persons interested in water quality. The responses to this questionnaire were used to establish the priority of the objectives within each goal.

Description of Process

The five-step iterative approach based on the modified Delphi

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*Additional information on the Delphi process can be found in the article "Goal Formulation For Socio-Technical Systems" found in the September 1973 issue of the Journal of the Urban Planning and Development Division.

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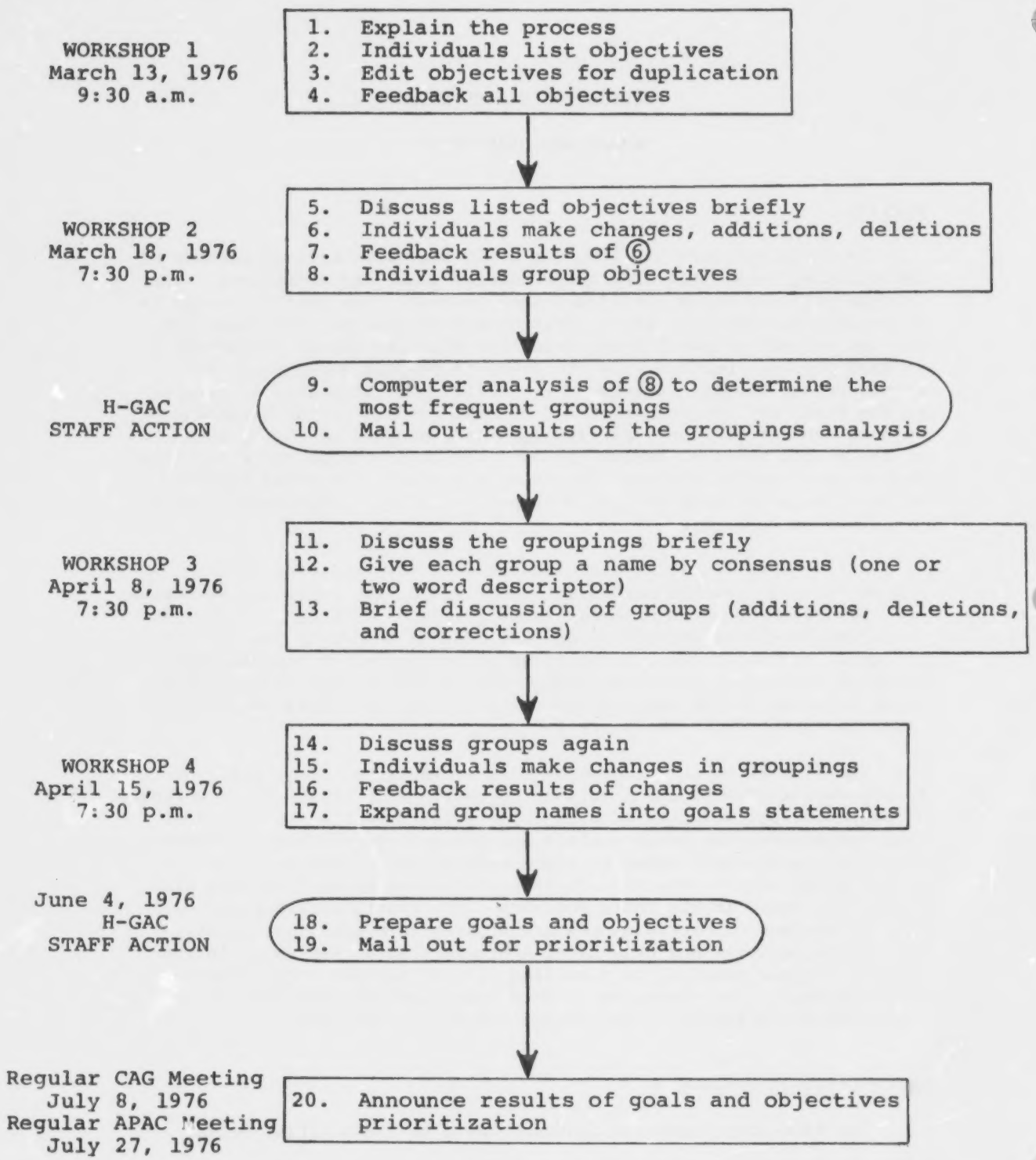
FIGURE 1

PROCESS FOR ESTABLISHMENT OF GOALS AND OBJECTIVES


WORKSHOP 1
March 13, 1976
9:30 a.m.
1. Explain the process
2. Individuals list objectives
3. Edit objectives for duplication
4. Feedback all objectives
WORKSHOP 2
March 18, 1976
7:30 p.m.
5. Discuss listed objectives briefly
6. Individuals make changes, additions, deletions
7. Feedback results of ⑥
8. Individuals group objectives
H-GAC
STAFF ACTION
9. Computer analysis of ⑧ to determine the most frequent groupings
10. Mail out results of the groupings analysis
WORKSHOP 3
April 8, 1976
7:30 p.m.
11. Discuss the groupings briefly
12. Give each group a name by consensus (one or two word descriptor)
13. Brief discussion of groups (additions, deletions, and corrections)
WORKSHOP 4
April 15, 1976
7:30 p.m.
14. Discuss groups again
15. Individuals make changes in groupings
16. Feedback results of changes
17. Expand group names into goals statements
June 4, 1976
H-GAC
STAFF ACTION
18. Prepare goals and objectives
19. Mail out for prioritization
Regular CAG Meeting
July 8, 1976
Regular APAC Meeting
July 27, 1976
20. Announce results of goals and objectives prioritization

process was accomplished in two phases: the Large Group Phase and the Small Group Phase. The Large Group Phase involved the listing of individual objectives, the grouping of related objectives, and the naming of each grouping. The Small Group Phase involved the editing of objectives for duplication and simplification, additions, deletions, and corrections to groupings, the expansion of group names into goal statements, and the final editing for clarity.

Large Group Phase. In late February of 1976, the H-GAC developed a schedule for accomplishing the above-described process. The advice of the newly-formed Goals and Objectives Subcommittee of the Citizens Advisory Group (CAG) was solicited. The subcommittee suggested changes agreeable to the H-GAC, and a final schedule was approved. A public notice announcing four public workshops for the development of goals and objectives was sent to media in the 208 area and to citizens who had previously expressed interest in the program.

The first workshop was held on Saturday, March 13, 1976. At this workshop, a brief explanation of the process was given. Following this overview, each participant wrote down his/her objectives for local water quality planning. These objectives statements were typed as they were written, and every individual obtained a copy of all objectives listed that day. 163 objectives were listed.

On March 16, 1976, the Goals and Objectives Subcommittee met to review the objectives statements. It was decided at this meeting that editing for duplication would need to be done by a smaller working group than the large group of participants in the workshops. The Goals and Objectives Subcommittee decided that it could perform the editing, but not without full consent of the CAG, who were responsible for the development of the goals and objectives.

On Thursday, March 18, 1976, the second workshop was held in conjunction with a regularly-scheduled CAG meeting. The objectives listed at the first workshop were discussed, and the participants were asked to make any changes, additions, or deletions they wished. Twenty-five new objectives were submitted, typed, and returned to the participants. The result was a total of 188 objectives statements which is included in Appendix B. At this time, each participant was asked to place related objectives in groups, with a few or as many groups as the participant chose to make. The CAG also authorized the Goals and Ojbectives Subcommittee to eliminate duplications and edit for clarity at this meeting.

These individual groupings were collected by the H-GAC staff. In the following week, the results were tabulated, and the most frequently-grouped objectives were listed. These groupings were mailed to the Goals and Objectives Subcommittee for consideration.

The subcommittee met on March 30, 1976, to begin the editing and condensing process. The subcommittee met again on April 6 to do further editing. The subcommittee also re-grouped some of the objectives statements based on prior editing.

The third workshop was held on Thursday, April 8, 1976. The resultant groupings were discussed briefly, and then a short descriptor was given to each group. This group name was decided upon by group consensus. The group name was used to suggest an overriding goal which would relate to all of the grouped objectives.

The groupings were retyped, adding the group names. This was presented at the fourth workshop on April 15, 1976, in conjunction with the regular CAG meeting. The CAG directed the Goals and Objectives Subcommittee to do additional editing and simplification of objectives statements. The was to be accomplished prior to the mailout of these statements for prioritization.

Small Group Phase. On April 19 and April 21, the Goals and Objectives Subcommittee met to perform additional editing of the objectives statements and to expand group names into goals statements. These preliminary goals and objectives were presented to the Areawide Planning Advisory Committee (APAC) at its April 27, 1976 meeting for review and comment.

On May 5, 1976, the Goals and Objectives Subcommittee met to perform additional editing. The subcommittee also discussed the procedure for mailout of the questionnaire for prioritization of the objectives statements.

On May 12, 1976, the Goals and Objectives Subcommittee met to incorporate comments received from Areawide Planning Advisory Committee members to complete the editing process.

On May 13, 1976, citizens present at the regular CAG meeting approved the goals and objectives statements and accompanying cover letter for mailing and rating by individuals appearing on the H-GAC water quality mailing list. This mailing was also approved by the Areawide Planning Advisory Committee at its May 25, 1976 meeting. The mailing was completed on June 4, 1976.

Mailout For Prioritization. The goals and objectives statements were mailed out in the form of a questionnaire to interested citizens in the 208 area. The mailing list consisted of persons who had previously expressed interest in the Greater Houston 208 program by requesting information or participation in advisory group meetings and workshops. While this group may not be representative of all citizens in the region, it does represent those responding to H-GAC's call for citizen participation in this program.

Each recipient of the questionnaire was asked to indicate whether they strongly agreed, agreed, were neutral, disagreed, or strongly disagreed with each objective statement. Respondents could also indicate if they did not understand the statement. Each recipient was also asked to provide a "biographical profile" whick include age, education, employment, membership in environmental organizations, and employment in a water quality related field. An example of the questionnaire can be found in Appendix C. Results of this questionnaire are also included in Appendix C.

The results of this questionnaire were used for two purposes: to indicate statements that did not get sufficient support to be logically considered an objective, and to develop the priority of objectives within each goal statement. The evaluation rule was based on a computation of the percentage of positive responses with respect to total number of positive and negative responses ("neutral" and "did not understand" responses were dropped). If the statement received less than 66% positive response, it was deleted.* The remaining objectives were then listed in order of the percentage of positive response (presented in Section II).

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*Only one objective statement failed this test and was dropped--"Avoiding land use controls in water quality management".

APPENDIX A

ATTENDEES AT PUBLIC MEETINGS AND WORKSHOPS

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ATTENDEES AT PUBLIC MEETINGS AND WORKSHOPS

Jerry Akers
Richard Allison
Nick Aschliman
*Ben Aufill
*Kenneth Baird
Don Barnhill
H. M. Bettis
Neil Bishop
*Jim Blackburn
Rick Bost
Joe Bryan
*Glenda Callaway
D. S. Carnes
James Chou
R. L. Churchwell
Elena Clark
Mary P. Conner
Marc Curtis
Ernst M. Davis
Hubert Davis
Dorothy Davison
Debra DePena
Rick Donley
Doris Ebner
Nora Ellison
Brenda Gehan
Julie Gilbert
James O. Greenwood
*Betty Gromatzky
Doug Harned
Terry Hershey
R. E. Hinkson
Kenneth Homfeld
Linda Homfeld
Lee Howard
Delbert Jeter
R. J. Kabat
Charles Kaplan
*Dorris King
*Ken Kramer
Jeff Lambert
Dale Marvel
John Michelson
Frank Moore
Sue Moreland
G. V. Muller
W. F. Muller, Jr.
Grant C. Neason
Rachel Ohman
Bob Page
Norman D. Radford
*Ray Runnels
Bill St. John
Charles Savino
Larry Schenk
*Phil Scheps
James Scott
Tom Scott
Beverly Smrha
Jeanine Swift
*Phyllis Taylor
*John Teutsch
Narayan Thadani
*Bruce Thomson
Georgia Troxell
Nat West
Bill Wright

* CAG Goals and Objectives Subcommittee Members

APPENDIX B

ORIGINAL OBJECTIVES STATEMENTS FROM THE FIRST WORKSHOP

Objectives Statements
March 13, 1976

1. Monitor storm sewers into water streams

2. Open door to approving Federal funds for sanitary sewer collection systems

3. Set up a means to encourage a better sanitary sewer construction specifications to provide permeability

4. Set up a means to encourage cities to set up a better plumbing code to stop infiltration and excess loading of sanitary sewers and treatment plants

5. Set a means to encourage stopping cities from constructing sanitary sewers in areas unaccessible for maintenance

6. Find a way to reduce the time in obtaining Federal funds

7. Eliminate overlapping authority in water pollution control

8. Provide a source of factual data to eliminate conflicting statements in the news media

9. Provide a means for measuring progress toward goals

10. Provide for the elimination of pollution sources within 2 years of discovery

11. Provide for the quarterly publication of pollution sources listed in order of magnitude

12. Provide the quarterly publication of charts showing progress toward goals and objectives

13. Determine quality of existing waterways

14. Utilize governmental records in this determination (BOD DO, etc.)

15. Determine point and nonpoint sources of pollution:
    Determine which sources can be remedied without creating further adverse effects on the public (i.e., there is an undisputed need for sewage treatment. If disposal of the effluent from the plants into waterways is prohibited, what do you do with it?)

16. Clean up rivers and streams:
    Controls which have been set by the government are being violated.
    More strict monitoring of outfalls and violations should be followed.
    Citizens must stop polluting by disposing of bulk waste into waterways.
    Make the citizen aware of effects of throwing cans, bottles, paper, etc., into streams.

17. Incorporate each objective listed for P.L. 92-500.

18. Require all coordinating boards to be organized with single member districts elected by the people of the area.

19. Establish goals for water suitable for various uses, i.e. water skiing, fishing (taking edible aquatic life from water) regular testing and posting of areas including maps or charts available.

20. Establishing standards on total emissions for various substances in given area substances and individual maximums per household or industrial entity.

21. Limit on number of variences allowed.

22. Strict enforcement of standards once they are established.

23. Provision for regular review and revision of standards.

24. Provision for tax relief, etc. for those companies, etc. that were constructed originally to the standards, but must be altered to fit later revisions.

25. Organize control bodies by watershed basins.

26. Limit population density to watershed capacity.

27. Subordinate industrial growth to environmental capacity.

28. Require pollution control devices to precede effluent production.

29. Monitor hydrologic balance - water in and water out or watershed basis.

30. All water sources in this area suitable for fishing, water recreation.

31. Solutions forced to handle waste water so it will not flow into streams, rivers - any water source.

32. All growth be monitored and controlled where it would jeopardize water pollution improvement efforts.

33. To handle water pollution problems so as to make the highest and best use of our valuable resource - land.

34. Improvement of water quality which does not adversely affect the problems of air quality and solid waste disposal (an integrated approach to environmental problems).

35. A governmental body which will have responsibility for implementing the 208 plan in this area--one which the public will have input into always and which agency has to answer to public for its actions.

36. Consider the effects of dredging for commercial sand in and adjacent to the river especially in segment 1001 San Jacinto River (which is the nearest recreational river to Houston)

37. Consolidation of water districts to achieve regionalization of waste disposal systems for easier regulatory process and control.

38. Need to establish one regulatory agency on the Federal level, one on the state and one on the county to regulate water quality. There are too many conflicts and contradictions among the many regulatory agencies.

39. Need to develop a broader goal for water quality. Such as development of a water quality plan for the different regions of the U. S. based upon their water supply sources.

40. Sufficient waste disposal and sewage treatment plants throughout the urban/industrial areas to adequately handle the growing population needs.

41. Enforcement of laws forbidding the dumping of chemicals and other wastes into waterways.

42. Water quality in local streams and bayous should be sufficiently good to be used for recreational activities (for example, canoeing).

43. To preserve the drinking water supply of the City of Houston from contamination, development near Lake Houston, adjacent to the water purification plant and alongside the canal which connects them should be restricted.

44. Surface water quality maintenance and establishment:
Determine farmer "integrity" values (chemical, physical, biological)
Compare with promulgated standards for fish and wildlife propagation, recreation, potable supply.
Determine feasibility of maintaining above by return flows and/or low flow augmentation.

45. Management of surface waters used for potable supply: establish existing quality, compare with promulgated standards.

46. Define all above with regard to stream segments, i.e., geographical location of H-GAC prohibits establishment of one surface water quality standard.

47. Development of an institutional arrangement for managing waste treatment and other pollution control areas which is visible and responsive to public wishes (preferably) an agency with an elective board.

48. One management agency to deal with waste treatment in the Greater Houston 208 Area, rather than use of intergovernmental contracts or the continuing proliferation of agencies with fragmented authority.

49. A waste treatment management program which has a built-in mechanism for active, on-going public participation.

50. Require pay as you go financing.

51. Require each area to finance its own major portion of costs.

52. Combine nonpoint source pollution control devices with flood control structures when economical.

53. Combine all water authority entities into single authority on watershed basis, including surface and subsurface.

54. Eliminate governor appointed control bodies.

55. Identify water contact recreation areas.

56. Determine usage rates (# people/year).

57. Concentrate water pollutant abatement in prime recreational areas which have been identified for usage and economic value.

58. Develop a plan for protection of water resources from oil or hazardous substances accidental discharge from pipelines, well-head flow lines, surface transportation, etc.

59. Reduce sources of stormwater contamination.

60. Reuse wastewater where possible.

61. Maintain a vigilant continuing liaison program with the technical community to assure input of the most up-to-date information on water pollution control equipment and services.

62. Encourage non-polluters by a system of tax incentives, favorable advertising within the business community, etc.

63. Integrate into the water pollution control program a comprehensive program of land use controls to assure the most efficient use of the present water resources consistent with the development of the land. Such land use controls must include limits on land use consistent with the peculiar and unique topographical and subsidence characteristics of the Houston-Galveston Area.

64. Adopt a system of regional development directed at eventual replacement of the hit or miss development encouraged by the water district system of financing.

65. Fishable and swimmable water quality in Galveston Bay, Clear Lake, and Lake Houston.

66. Water quality in Buffalo Bayou and the Houston Ship Channel consistent with their existing uses. (Scenic only for Buffalo Bayou and heavy industrial and shipping for the Houston Ship Channel. Water quality must, of course, be sufficient to protect Galveston Bay goals.)

67. Creation of an agency that provide "front-end" financing for regional development of municipal sewerage and treatment facilities in developing areas.

68. Control of erosion during construction.

69. Any water quality management plan should be consistent with the continued orderly growth of the Houston area. (The areawide wastewater treatment plan should not be a "no-growth" plan.)

70. Minimize adverse effects on natural environment

71. Identify streams and rivers which require standards.

72. Identify streams and rivers which have present well defined uses, e.g., industrial water source, recreation, flood control, municipal water source, transportation, etc., and combinations or multiple uses.

73. Identify present physical and chemical water quality of said streams and rivers.

74. Identify present wildlife supported by streams and rivers.

75. Set stream and river standards based upon evaluation of present usage, water quality and wildlife environment and protections of future usage. Avoid land use controls to bias future usage.

76. Minimize adverse effects on economic health of local community.

77. Include alternative technical plans or subplans which result in different levels of water quality.

78. Include as itemized cost all direct and indirect cost, both environmental and social, legal enforcement and capital expenditures; include both present worth and present worth annualized for anticipated life of 208 program.

79. Affix costs described in "itemized cost" objective above to each alternative and level of water quality presented. Where monitary costs are not quantifiable, establish other system of units for proper comparison among alternatives.

80. Obtain prioritization based upon evaluation of random sample of 208 planning area:
H-GAC staff must assure that prioritization is achieved by random cross-section of local community;
Local community must be reasonable informed of both specific objectives and the cots, both monitary and social, of each level of objective;
Prioritization thus derived should be presented to PAC as CAG recommended basis for cost-benefit analysis. H-GAC staff should defend prioritization by local citizens as being representative of the views of the local community.

81. Refine morotorium on additional water uses producing effluents until plan can be implemented.

82. Require complete accountability pound-for-pound of materials in and products out from all industries utilizing water.

83. Require proof in advance of pollution control technology for any new industrial process.

84. Minimize pollutants in our bodies of water.

85. To optimize monitoring of polluters; that is to suggest or develop effextive monitoring systems to provide data for court prosecutions affecting polluters.

86. To plan Section 208 area growth to coincide with adequate domestic wastewater treatment facilities (present or planned).

87. To discourage growth in areas suffering from subsidence.

88. To plan Section 208 area's growth away from the flood plains.

89. To prohibit development in ecologically fragile and unique areas.

90. No effluents or wastes shall be tolerated or produced that are non-treatable.

91. Encourage recycling of H_2O.

92. Recycle all organic material (not by burning).

93. Encourage use of surface H_2O as opposed to underground H_2O.

94. To restore bodies of water to natural conditions prior to 1940.

95. Drainage spoils should be contained and isolated form water runoff avenues.

96. Flood plain planning should be utilized instead of channelization to correct flooding problems.

97. Enhancement of the scenic beauty of the bayous of Houston (through removal of concrete channelization structures, replanting of natural and pollutant absorbing vegetation, etc.) to provide a better visual environment for area residents.

98. Greater development and employment of recycling techniques in industrial and municipal waste treatment plants.

99. Restoration of all bayous in the Houston area to a swimmable condition.

100. Improvement of the Houston Ship Channel to the condition of a "fishable" body of water.

101. Attainment of a condition of "drinkable water" in as many bodies of water as technically and naturally possible (in order to increase the supply of surface water and decrease the reliance of ground water for drinking purposes).

102. Maintenance of Galveston Bay as a livable estuarine environment.

103. Slowing of population growth and urban development in order to provide a better overall environment and to enable easier handling of water and air quality problems.

104. That the long-term areawide plan for domestic waste treatment be structured to provide a tool for land use planning in that:

105. New domestic waste treatment plants and lines are established only in areas to which future development is environmentally desirable, i.e.:

106. Areas which are located within aquifer recharge zones should not be considered for sites of sewage treatment plants or lines;

107. Areas for future WWTP should be chosen to reduce miles traveled by commuters that move into the residential areas springing up after new plants are built;

108. Areas chosen should fit into an areawide development plan, that takes into account preservation of relatively wild areas, establishment of new parks, regional transportation plan, future pop. projections, etc.

109. The plan would be enforced by restriction of issuance of permits for WWT Package Plants to new developments.

110. The plan would be enforced by continuing referal to the overall plan in establishment of new sewer lines and enlargement of existing plants.

111. The secondary effects (increased development, increased pollutant loads, etc.) of enlarging existing plants should be examined prior to approval of those enlargements.

112. A permanent citizens advisory committee should be established to monitor the implementation of the 208 plan.

113. Limiting Growth. The management agency should have the authority to prohibit land development in areas where 1) existing or proposed sewage treatment facilities are inadequate; or where 2) the use of septic tanks is not properly regulated.

114. Requirement of environmental impact statements (to be filed with a central, areawide agency) by real estate developers and local governmental agencies in order to better judge impact on water and air quality, for example.

115. Attainment of water quality commencerate with protection and propagation of fin fish, shell fish and wildlife native to this region.

116. Attainment of water quality that allows for human consumption of fin fish, shell fish and wildlife throughout the region.

117. Eliminate the addition of toxic substances in the waters of this region and achieve reduction of suspended solids loading from point or nonpoint sources to levels which will allow the protection and propagation of fin fish, shell fish and wildlife native to this region.

118. Achieve at least secondary treatment of effluent for all discharges from municipal, industrial, and commercial point sources at all times including discharges during storm events.

119. Assure that all concentration of discharge constituents are below levels which would be injurious to fin fish, shell fish and wildlife.

120. Where stream quality is already at a level below that necessary for preservation and propagation of fin fish, shell fish and wildlife, provide treatment of discharges sufficient to bring stream quality up to that level necessary to allow preservation and propagation of fin fish, shell fish and wildlife.

121. The final control of the water quality management in the Houston area be vested in <u>local</u> agency.

122. The public be represented in the implementation of water management activities through the election of representatives to the controling agency.

123. Maximum improvement of the quality of the natural waterways (exclusive of the Houston Ship Channel) be achieved.

124. Regulations be written (and enforced) to cause treatment of urban stormwater runoff. That all new subdivisions be required to plan and construct facilities for eliminating pollution due to stormwater runoff.

125. That controls for urban runoff be integrated with flood management activities.

126. A natural river approach (as described in the Corps of Engineering Environmental Evaluation of the Trinity River Authority) Should be the primary approach to water body planning.

127. Stricter controls should be implemented to eliminate nonessential dredging and control the adverse effects of necessary dredging.

128. Establish and maintain these parameters requirements neccessary for a diverse and health estuarine condition in Galveston Bay.

129. Do not trade air quality, land quality, ect., for water quality.

130. Do not degrade streams that are pollution free.

131. Develop procedures for determining the effects of management decision on environmental quality (EIS).

132. For each stream segment considered, complete economic evaluation of achievement of assigned stream standards must be considered. Additionally, persons affected by the stream segments under consideration must be informed of their portion of cost for their segments achievement of the assigned goal.

133. Persons affected by each stream segment should have the ability to determine to what level treatment of the stream is to cease. They must be informed of cost for achievement.

134. Area wastewater treatment facilities and solid waste disposal sites must be compared on a cost and efficiency basis with individuals systems capable of achieving comparable effects. Allow participants of each system the alternative of using area treatment or providing its own system.

135. Assignment of a local tax supported organization the task of determining the extent of nonpoint source contamination to each stream segment.

136. Allow majority rule to dictate if goals dictated by Federal law are to be accepted or if Federal goals are to be changec to goals acceptable by voters affected where possible.

137. All goals must be considered with cost effectiveness for its achievement. No goal is acceptable where the last 10-15% achievement cost is as much as the first 80-90% reduction.

138. Manage direct growth in the region so that the nonpoint source discharges which reach stream segments are of a quality that will allow for the preservation and propagation of finfish, shellfish, and wildlife.

139. Formulate and administer standards for controlling standards for controlling erosion from construction sites, farming or other activities in order to minimize suspended solids and storm runoff in all streams in the region.

140. Runoff control - discovering extent and feasibility of controlling problem on a large scale.

141. Utilizing storm runoff as a water source for industrial and sewer use.

142. Elimination of concrete bayous.

143. Determine septic tank discharges.

144. Insure commercial vessels do not contribute to the pollution load of our streams.

145. Controls on how development will occur is imperative.

146. Objectives of the Federal Coastal Zone Management Act should be integrated into basin-wide planning so that complimentary planning evaluations and planning implementation may occur without duplication.

147. In efforts to improve water quality, no deterioration of air quality in the region should be permitted.

148. In the implementation of the 208 plan, any action which may present a hazard to public health or a deterioration of the physical environment is unacceptable.

149. Immediate availability of information and/or liaison officer with epedimic investigative groups, etc.

150. To obtain and maintain high quality waters for the nation which will be suitable for human consumption (see Safe Water Drinking Act) free of chemicals runoff from crop spraying, human additives (chlorine, fluoride, etc.) and/or pollutants from human, industrial, and nuclear wastes.

151. That waters of the nation be protected as a whole from these pollutant processes in any segment of water, and/or area of water in the local district, state, or national waters and the oceans of the planet Earth.

152. Preserve and protect the quality of the fresh ground water resources of the region from contamination by brackish water encroachment, disposal injection wells, oil and gas wells, geothermal wells and other activities that effect ground water quality.

153. Establishment state oversight and enforcement agency to supervise the regional regulatory agency. Make the established agencies subject to a legal mandate to enforce the standards and subject to individual accountability and legal prosecution for failure to pursue and enforce the established requirements by the individuals on the oversight and/or regulatory agencies. Included should be provisions for citizen petitions for removal and prosecution of members of the oversight group which have the force of law to require initiation of legal/ administrative action.

154. Make all penalties directly related to estimated cost required for corrective action and refundable in part or whole upon completion of corrective action within the time period set forth by the oversight agency, original time limit must be within 10% of the areas standard construction time for an equivalent size and complexity project and maximum extension of construction time not to exceed 10% of original time allowed.

155. Set forth provisions by public petition for the voiding, initiating and modifying standards, study and construction requirement and contracts.

156. Citizen Education. A means must be found to educate the public as to the necessity for certain regulations if the goal of cleaner water is to be attained.

157. Regulate site selection and the manner of solid wastes disposal operations in a manner that will prevent infiltration or flow of contaminants into ground water supplies or streams.

158. That local, state and national policy of water quality be upgraded to provide means, materials, equipment, methods, and techniques, ex.: monitoring by aerial observations (helicopters, satellites, etc.) for sewer and waste disposal without spills or leaks in a sewer system in or on streets of cities.

159. That in planning, the foregoing management that consideration be given to a plan that sewer water systems be separated from waters used for human consumption and this water be on a recycled basis.

160. If foregoing is economically unfeasible, that a different system, method, or technique be used for solid waste disposal.

161. Maintain and control dredging activities to minimize the effect of such activities on concentrated and dissolved solids and on the natural circulation patterns of the affected waters.

162. Areawide waste treatment management processes be developed, implemented and monitored to assure stringent control of sources of pollutants in each area of each state.

163. In concurrent observation that stringent controls be developed to construct water management systems of urban areas for control and determination of pollutants, chemicals, additives, etc., at the control of water supply systems for human use.

164. Provide for Federally-funded nonpoint source controls (both structural and non-structural) in order to make nonpoint source real alternatives to point source controls.

165. Assure technical and management planning compatibility of 208-type planning between designated and non-designated areas.

166. Publicize the effects of pollution on public health and ecosystems to gain public support.

167. Require storm water runoff management that does not increase nonpoint source pollution or flooding.

168. Set minimum standards at the Federal and State level. Allow local agencies to set more stringent standards.

169. Expand 208 planning to include air quality and solid waste disposal now instead of being an add-on feature or afterthought later.

170. All domestic sewage treatment facilities incorporate tertiary treatment.

171. All facilities handling human blood or body parts must autoclave their wastes before dumping them into the wastewater treatment system.

172. Establish a separate taxing body for the express purpose of determining and collecting all taxes related to pollution abatement.

173. Promote the preservation of marshlands as marine life estuaries as opposed to dredgeable, land-filled commercial or residential developments.

174. Forbid the use of the Houston Ship Channel as an industrial-chemical dumping conduit.

175. Ensure that the 208 Program does not duplicate work already accomplished or underway in the 201 Facilities Plans being undertaken by several municipalities in the area.

176. Determine the environmental impact of all alternative technical subplans and treatment schemes and technologies on surrounding areas, adjacent to, but outside the 208 study area boundaries, especially as relates to the preservation of aquatic fauna and flora in Galveston Bay.

177. Be cognizant of similar objectives in other area studies, such as the San Jacinto River Basin Plan update.

178. Protect the waters of Lake Houston, the principal drinking water supply for the City of Houston.

179. Ensure that no more water quality management agencies than already exist are created by the 208 process.

180. Encourage and provide for improved wastewater treatment operator training programs.

181. Improve operations and maintenance of existing facilities and design efficient O & M considerations into future facilities.

182. Enhance local funding for research and development projects in the area of water quality improvement and maintenance (including surveillance).

183. Develop reliable stream models that will serve as an effective tool in making water quality decisions relative to wet weather and dry weather flow conditions.

184. Coordinate improvement of stream qualities (including installation of necessary facilities) with parks & recreation needs.

185. To take steps to cut the height of the hydrograph of the area streams, channels, bayous, etc., . . . by:
1) Taking into account soil permeability in determining where buildings and developments may be permitted.
2) Constructing structures and modifying natural terrain in order to provide for retardation of overland flow and to enhance infiltration.
3) Providing open spaces between clumpings of bulidings and developments to permit increased natural "cleaning" of runoff and to prevent the increased flooding normally concomittant with development.

186. Provide for healthful, safe, and economic solid waste disposal systems with long-term capacity to serve rapidly growing metropolitan areas.

187. Assure that implementation of water quality programs takes place in accordance with goals and objectives.

188. Scenic beauty of waterways maintained and improved.

APPENDIX C

GOALS AND OBJECTIVES QUESTIONNAIRE AND RESULTS

GOALS AND OBJECTIVES QUESTIONNAIRE

H-GAC HOUSTON·GALVESTON AREA COUNCIL

June 4, 1976

Dear Citizen:

The Houston area has been awarded a Federal grant under Section 208 of the Federal Water Pollution Control Act Amendments of 1972 to provide a plan for water quality management. (The Greater Houston Areawide Waste Treatment Management Plan). The Houston-Galveston Area Council, and the citizens and professionals involved in accomplishing the planning are committed to soliciting the broadest possible input from the citizens of the area in order to determine the goals for this important task. The attached two-part questionnaire is intended to fulfill a portion of that committment.

In stating your opinions as to the future direction of water quality planning in our community, you will be assisting the planners in providing the type of program which best suits the needs and desires of the citizens of the area.

Part I of the questionnaire is a brief biographical data section which will assist in the statistical analysis of the results.

Part II of the questionnaire is a list of the goals and objectives to be addressed by the planning agency and consultants. Beside each of the statements, you are asked to indicate your agreement or disagreement, or to indicate that you have no opinion. Each statement should be considered on its own merits and unrelated to the other statements. Additional space has been provided at the back of the form for you to add comments to the goal statements if you desire to do so.

The drafting of the goals and objectives statements was accomplished during four public meetings by a Citizens Advisory Group, aided by a sub-comittee. The results of the questionnaire will be made public following the return of the questionnaire, and will provide input to the professional consultants who will address the challenging task of establishing a water quality management plan for the Houston area.

A return envelope is enclosed. Your cooperation is appreciated.

May I also take this opportunity to invite you to the next meeting of the Citizens Advisory Group, to be held on June 10 at 7:30 p.m. in the H-GAC Large Conference Room, 3701 West Alabama, Houston. The CAG is an open-membership organization dedicated to providing a forum for citizen participation in water quality planning. New members are always welcome.

Sincerely,

Phil Scheps

Phil Scheps, Chairman
Citizens Advisory Group

Attachment

P. O. BOX 22777
3701 WEST ALABAMA
713-627-3200
HOUSTON, TEXAS 77027

PART I

Please answer the following questions to assist in the compilation of a profile of the respondents to this survey.

1. What is your age?....._____.

2. How many years of school have you completed?....._____.
   (For example: High School Graduate=12, College Bachelor's Degree=16)

3. Are you employed at the present? (Yes or No)....._____.

4. If so, what is your occupation?....._____.

5. Does your job involve water quality or water management activities?(Yes or No)_____.

6. Are you a member of an environmentally-oriented organization? (Yes or No)_____.

7. What is the Zip Code of your residence?....._____.

PART II

GOALS AND OBJECTIVES

Directions: Please indicate your opinion of the goals and objectives as to whether you strongly agree, agree, disagree, strongly disagree, or have no opinion on the objective by rating each statement according to the following scale:

SA = Strongly Agree A = Agree N = No Opinion D = Disagree SD = Strongly Disagree

An additional symbol, **, has been provided for those statements that you do not understand as presented. Additional space has been provided at the back of this form for any comments you may wish to make.

Indicate your opinion by circling the appropriate symbol.

The overall goal of the Greater Houston Area 208 Program is to eliminate the discharge of pollutants into the water resources of the area by 1985, with particular attention to:

SA A N D SD ** A. Attaining and maintaining water quality commensurate with the protection, propagation, and human consumption of finfish, shellfish, and wildlife native to the area.

SA A N D SD ** B. Attaining and maintaining water quality that allows for recreation in and on the water.

SA A N D SD ** C. Attaining and maintaining drinkable water in as many bodies of surface water as technically, economically, and naturally possible.

SA A N D SD ** D. Preserving and protecting the quality of groundwater resources.

SA A N D SD ** E. Preventing further degradation of bodies of water.

SA A N D SD ** F. Assuring that efforts to improve water quality take into account special problems posed by the existing uses of various bodies of water.

The attainment of the desired level of water quality in the Greater Houston 208 Area is closely linked to the achievement of the following specific goals and objectives, which are:

1. To develop an efficient, economical, responsible, and publicly accountable institutional arrangement for managing water resources by:

SA A N D SD ** a. reducing the number of overlapping authorities

SA A N D SD ** b. establishing jurisdictional boundaries consistent with natural watersheds

SA A N D SD ** c. coordinating all water quality programs

SA A N D SD ** d. providing for local control of implementation

SA A N D SD ** e. providing for the election of governing board members

SA A N D SD ** f. providing for election from single-member districts whose size is small enough to assure adequate representation

SA A N D SD ** g. providing for citizen petition to remove board members

SA A N D SD ** h. requiring consideration of the environmental consequences of management decisions

SA A N D SD ** i. providing for local establishment of standards more stringent than state or federal standards

SA A N D SD ** j. providing for, encouraging and assisting public participation in the management process

SA A N D SD ** k. maintaining a vigilant liaison program with the technical community

2. To provide for water pollution abatement and watershed management that encourages orderly growth by:

SA A N D SD ** a. assuring that any land use measures necessary for an effective water quality management program be flexible

SA A N D SD ** b. avoiding land use controls in water quality management

SA A N D SD ** c. limiting pollutant discharges to the capacity of available waste treatment facilities

SA A N D SD ** d. providing waste treatment facilities at the time development occurs

SA A N D SD ** e. limiting the amount of new development to the assimilative capacity of the watershed

SA A N D SD ** f. restoring and enhancing the capacity of streams to naturally assimilate biodegradable wastes

SA A N D SD ** g. coordinating the location of new treatment facilities with other area authorities who perform planning functions

SA A N D SD ** h. directing growth away from flood plains, areas experiencing land subsidence, ecologically fragile and unique areas, aquifer recharge zones, and drinking water supplies, and toward less sensitive areas

3. To establish financial incentives that encourage prompt, affirmative, and cost-effective steps on the part of public and private institutions to develop and maintain adequate water pollution abatement facilities, by:

SA A N D SD ** a. providing an incentive program that is administered in such a manner that both the incentives and the administrative procedures are easily understood by the public and by the institutions involved

SA A N D SD ** b. providing for fair distribution of the costs of pollution abatement facilities

4. To develop a point source pollution abatement program that includes:

SA A N D SD ** a. reviewing and updating water quality standards regularly, based on the evaluation of progress toward goals

SA A N D SD ** b. establishing and implementing techniques to monitor all discharges

SA A N D SD ** c. achieving appropriate treatment of all discharges

5. To develop a nonpoint source pollution abatement program that includes:

SA A N D SD ** a. reviewing and updating water quality standards regularly, based on the evaluation of progress toward goals

SA A N D SD ** b. implementing controls on pollution resulting from stormwater runoff

SA A N D SD ** c. implementing controls on erosion

SA A N D SD ** d. protecting water resources from accidental discharges of oil and hazardous substances

SA A N D SD ** e. utilizing non-structural control methods wherever appropriate and feasible

SA A N D SD ** f. establishing a program to monitor nonpoint source pollution

SA A N D SD ** g. protecting water resources from the effects of dredging

6. To provide for an active public education and information program on the effects of water pollution, the necessity of regulations, the goals of 208 water quality planning, and the benefits to be obtained from pollution control efforts. Such a program should include:

SA A N D SD ** a. identifying agency personnel with clear responsibilities for maintaining an adequate flow of information to the public

SA A N D SD ** b. disseminating information through public education events and existing information centers dispersed throughout the area

SA A N D SD ** c. publishing on a periodic basis documents listing pollution sources in order of magnitude and charts showing progress toward 208 water quality goals and objectives

SA A N D SD ** d. providing technical data for those citizens desiring that level of information

SA A N D SD ** e. providing information translated from technical documents into an understandable and meaningful form for citizens without technical expertise

7. To promote a more efficient use of water resources by:

SA A N D SD ** a. developing and utilizing water recycling techniques

SA A N D SD ** b. encouraging water conservation

SA A N D SD ** 8. To coordinate the efforts to improve water quality in the 208 area with other environmental planning programs relating to air quality, solid waste disposal, flood plain management, coastal zone management, food and other agricultural concerns, and similar concerns in the Greater Houston and surrounding areas.

Watershed- the area drained by a given water body (creek, river or river system).

Assimilative Capacity- the ability of a body of water to purify itself of organic matter, also refers to the quantity of organic matter that can be absorbed by a body of water and converted through natural processes.

Point Source- any discernible and confined conveyance (not limited to a pipe, ditch, channel, tunnel or conduit) from which pollutants are or may be discharged.

Nonpoint Source- a generalized discharge of waste into a water body which cannot be located as to a specific source; nonpoint sources of pollution include, agricultural and construction site runoff.

Stormwater Runoff- water from rain and snowfall in excess of the amount absorbed by the ground.

Non-structural Control Methods- methods of controlling environmental impacts which do not require construction of facilities such as; regulations for flood plain zoning and utilizing pollutant absorbing vegetation in or along waterways.

Aquifer Recharge- natural replenishing of the fresh water supply contained in the underground stratum of earth, gravel or porous stone.

Coastal Zone Management- the management of the coastal waters and adjacent lands to ensure their protection and safe use.

GOALS AND OBJECTIVES QUESTIONNAIRE RESULTS

PART I

Please answer the following questions to assist in the compilation of a profile of the respondents to this survey.

1. What is your age? . . . . . _____.

0 - 19	20 - 34	35 - 54	55 - 64	64 - Over	Median
.7%	30.2%	49.2%	15.5%	4.4%	43 yrs.

2. How many years of school have you completed? . . . . . _____.
(For example: High School Graduate = 12, College Bachelor's Degree = 16)

0-8	9-12	13-16	17 Over	Median
0%	5.9%	43.4%	50.7%	17 yrs.

3. Are you employed at the present? (Yes or No) . . . . . _____.

Yes	No
86%	14%

4. If so, what is your occupation? . . . . _____.

5. Does your job involve water quality or water management activities? (Yes or No)

Yes	No
44.9%	55.1%

6. Are you a member of an environmentally-oriented organization? (Yes or No)

Yes	No
75.7%	24.3%

7. What is the Zip Code of your residence? . . . . . _____.

GOALS AND OBJECTIVES PRIORITIZATION

COMPARISON OF VARIOUS GROUP RESPONSE PERCENTAGES OF PERSONS AGREEING/DISAGREEING**

GOAL OBJECTIVE	OVERALL PERCENTAGES AGREE	DISAGREE		MEMBER OF ENVIRONMENTAL ORGANIZATION AGREE	DISAGREE		NON-MEMBER OF ENVIRONMENTAL ORGANIZATION AGREE	DISAGREE		JOB INVOLVES WATER QUALITY AGREE	DISAGREE		JOB DOES NOT INVOLVE WATER QUALITY AGREE	DISAGREE
A	96	4		93	2		90	10		95	5		97	3
B	96	4		95	5		97	3		91	9		99	1
C	88	12		84	16		84	16		71	29	*	94	6
D	100	0		100	0		100	0		100	0		100	0
E	98	2		99	1		97	3		97	3		100	0
F	97	3		96	4		100	0		98	2		96	4
1a	95	5		95	5		97	3		89	11		100	0
b	84	6		83	17		86	14		74	26	*	93	8
c	96	4		98	2		91	9		91	9		100	0
d	76	24		78	22		77	23		73	27		83	17
e	75	25		78	22		70	30		52	43	*	90	10
f	70	30		71	29	*	52	43		50	50	*	82	18
g	83	17		87	13	*	69	31		72	28	*	91	9
h	97	3		99	1		94	6		98	2		97	3
i	66	24		70	30	*	54	46		52	48	*	78	22
j	90	10		93	7		83	17		89	11		92	8
k	99	1		99	1		100	0		98	2		100	0
2a	88	12		86	14		94	6		89	12		88	12
b	37	63		29	71	*	63	37		48	52	*	27	73
c	85	15		83	17		93	7		78	22		92	8
d	96	4		96	4		97	3		93	7		99	1
e	87	13		89	11		79	21		77	23	*	93	7
f	90	10		94	6		81	19		79	21	*	99	1
g	98	2		99	1		97	3		97	3		100	0
h	86	14		91	9	*	74	26		78	22	*	94	6
3a	97	3		97	3		97	3		96	4		97	3
b	96	4		96	4		100	0		98	2		95	5
4a	97	3		97	3		97	3		93	7		100	0
b	90	10		92	8		83	17		81	19	*	97	3
c	98	2		98	2		100	0		97	3		100	0
5a	92	8		94	6		90	10		87	13		97	3
b	85	15		93	7	*	64	36		74	26	*	95	5
c	89	11		95	5	*	71	29		82	8		96	4
d	94	6		96	4		86	14		88	12		99	1
e	92	8		95	5		86	14		86	14		97	3
f	90	10		95	5	*	74	26		80	20	*	98	2
g	91	9		96	4	*	79	21		86	14		96	4
6a	99	1		100	0		97	3		98	2		100	0
b	96	4		80	20		97	3		93	7		99	1
c	91	9		95	5		81	9		91	9		93	7
d	96	4		96	4		97	3		93	7		99	1
e	91	9		94	6		87	13		89	11		94	6
7a	97	3		97	3		97	3		96	4		99	1
b	99	1		99	1		100	0		98	2		100	0
8	98	2		99	1		97	3		97	3		100	0

** For these computations of percentages, the neutral and did not understand responses were dropped and the strongly agrees were lumped with the agrees and the strongly disagrees were lumped with the disagrees.

* Denotes cases where different responding groups (Environmental Group Member vs. Non-Environmental Group Member or Job Related Involvement vs. Non-Job Related Involvement in Water Quality) responses varied substantially (usually a difference greater than 2 standard deviations).

The enumerated goals and objectives relate to the goals and objectives found on pages 34 and 35 of this report.

APPENDIX D

ADDITIONAL CONCERNS

ADDITIONAL CONCERNS

During the development of the goals and objectives, a number of comments about the development process and about specific goals and objectives were made by several individuals and groups. Comments received during the process, including those concerns expressed in written or verbal form by APAC members, were considered by the CAG Goals and Objectives Subcommittee and incorporated where appropriate. Written comments provided by APAC members are presented for review on the following pages.

In addition, space was provided on the goals and objectives questionnaire form for comments from the respondents. Forty respondents, about one third of the total, submitted comments on their forms. Virtually all of the specific planning suggestions which were included in these remarks reiterated concerns expressed in the original 188 statements. Other remarks made by the respondents indicated appreciation for being consulted in the development of goals and objectives, commented generally on areawide planning issues, or asked questions about specific goals and objectives. All of these comments are on file and are available for review at the offices of the H-GAC.

Three additional inputs were received following the mailout of the goals and objectives questionnaire. One input came in the form of a letter from the Houston Chamber of Commerce. This letter and the response drafted by the Goals and Objectives Subcommittee and approved unanimously by the full CAG are reproduced in their entirety on the following pages. In addition, one interested citizen provided several comments in a letter to the H-GAC, and one CAG member personally submitted a list of concerns at the August 18 Goals and Objectives Subcommittee meeting. These inputs, most of whose points are addressed in the CAG reply to the Chamber of Commerce, are also included in this appendix.

All of these expressions of concern and interest by individuals and groups in the Greater Houston area have been appreciated and considered by those citizens participating in the development of 208 planning goals and objectives.

COMMENTS RECEIVED PRIOR

TO QUESTIONNAIRE MAILOUT

The comments on the following pages are addressing this April 25, 1976 iteration of goals and objectives statements.

Reproduced from best available copy.

GOALS & OBJECTIVES

The over-all goal of the Greater Houston 208 area is to eliminate the discharge of pollutants into the water resources of the area by 1985, with particular attention to:

A. Attaining and maintaining water quality commensurate with the protection and propagation of finfish, shellfish, and wildlife native to the area
B. Attaining and maintaining water quality that allows for human consumption of native finfish, shellfish, and wildlife throughout the area
C. Attaining and maintaining water quality that allows for recreation in and on the water
D. Attaining and maintaining "drinkable water" in as many bodies of surface water as technically, economically, and naturally possible
E. Preserving and protecting the quality of groundwater resources
F. Preventing further degradation of bodies of water
G. Assuring that efforts to improve water quality take into account special problems posed by the existing uses of various bodies of water

The attainment of the desired level of water quality in the Greater Houston 208 area is closely linked to the achievement of the following specific goals & objectives, which are:

1. To develop an efficient, economical, responsible, and publicly accountable institutional arrangement for managing water resources by:
   a. eliminating overlapping authorities
   b. establishing jurisdictional boundaries consistent with natural watersheds
   c. coordinating all water quality programs
   d. providing for local control of implementation
   e. providing for the election of governing board members from single-member districts whose composition assures adequate representation
   f. providing for citizen petition and removal of members
   g. providing for local setting of more stringent standards
   h. requiring consideration of the environmental impact of management decisions
   i. providing for, encouraging, and assisting public participation in the management process

2. To provide for water pollution abatement and watershed management that encourages orderly growth by:
   a. avoiding inflexible land use controls
   b. limiting pollutant discharges to available waste treatment capacity
   c. providing timely waste treatment facilities where they are needed
   d. limiting the amount of new development to watershed capacity
   e. restoring and enhancing the natural capacity of streams to assimilate biodegradable wastes
   f. coordinating the location of new treatment facilities with other planning authorities
   g. Directing growth away from flood plains, areas experiencing land subsidence, ecologically fragile and unique areas, aquifer recharge zones, and drinking water supplies, and toward less sensitive areas

3. To establish financial incentives that encourage prompt, affirmative, and cost-effective steps on the part of public and private institutions to develop and maintain adequate water pollution abatement facilities, by:
   a. providing an incentive program that is administered in a manner which is easily understood by the general public and the institutions involved
   b. assuring that all available incentives are made known to the general public and the institutions involved
   c. providing that equity considerations be taken into account in distributing the costs of pollution abatement facilities

4. To develop a point source pollution abatement program that includes:
   a. reviewing and updating water quality standards on a regular basis and evaluating progress toward goals
   b. establishing monitoring programs and achieving at least secondary treatment for all discharges from municipal, industrial, and commercial point sources at all times, including discharges from storm sewers and from waste disposal and sewage treatment plants
   c. maintaining a vigilant, continuing liaison program with the technical community

5. To develop a nonpoint source pollution abatement program that includes:
   a. establishing methods to control pollution resulting from storm-water runoff
   b. establishing methods for controlling erosion resulting from construction, dredging, agricultural, and other activities
   c. protecting water resources from oil & hazardous substances and from accidental discharges from pipelines, storage tanks, and surface transportation
   d. protecting water resources from excessive disturbance of concentrated and dissolved solids resulting from dredging activities
   e. utilizing non-structural control methods wherever appropriate and feasible
   f. establishing a continuing program to monitor nonpoint source pollution

6. To provide for an active public education and information program on the effects of water pollution, the necessity of regulations, the goals of 208 water quality planning, and the benefits to be obtained from pollution control efforts. Such a program should include:
   a. identifying agency personnel with clear responsibilities for maintaining an adequate information flow to the public
   b. disseminating information through public education events and existing information centers (such as libraries) dispersed throughout the area
   c. publishing on a periodic basis documents listing pollution sources in order of magnitude and charts showing progress toward 208 water quality goals & objectives
   d. providing technical data for those citizens desiring that level of information
   e. providing information translated from technical documents into an understandable and meaningful form for citizens without technical expertise

7. To promote a more efficient use of water resources by:
   a. developing and utilizing water recyclying techniques
   b. encouraging water conservation

8. To coordinate the efforts to improve water quality in the 208 area with other environmental planning programs relating to air quality, solid waste disposal, flood plain management, coastal zone management, and similar concerns in the Greater Houston and surrounding areas.

CITY OF PASADENA

JOHN RAY HARRISON
MAYOR

April 30, 1976

Nicholas J. Aschliman
Environmental Manager
Houston-Galveston Area Council
P. O. Box 22777
Houston, Texas 77027

Re: CAG Goals & Objectives

Dear Sir:

The following comments are submitted pursuant to the recent discussion by the APAC:

> The over-all goals, A through G, are quite acceptable and appear to be all inclusive. However, it appears that some condensation could be attained by combining A & B.
>
> The remainder of those items listed seem to be highly idealistic but hardly practical as well as being punctuated with many ambiguities.
>
> Many of the suggested goals are superfluous in that they are presently covered by existing legislation in one form or another. To dictate a procedure for establishing a representative body and then dictate the actions of that body seems rather contradictory.

In summation it is the opinion of this writer that these goals should be of a general nature as set forth in Items A-G, with the finite details to be worked out by the representatives selected for the purpose of implementing the adopted plan. Any serious effort to incorporate all the recommendations of the CAG would indeed be quite cumbersome and very expensive.

Condensation of the material furnished is imperative.

Yours truly,

Jimmie D. Coker, P.E.
Director of Public Works

d

MEMO

TO: Members of the CAG Subcommittee on Goals and Objectives

FROM: Joe Teller

DATE: May 6, 1976 (Revised May 12, 1976)

SUBJECT: Comments on 208 Plan Draft Goals and Objectives (April 25, 1976 Draft)*

GENERAL COMMENTS

Several of the Draft 208 Plan goals and objectives represent idealistic environmental protection oriented statements. Others are more realistic directives for planning. In some cases these goals, if implemented, could be misused because there are few valid checks and balances on their power. In others, high implementation costs are indicated which may not achieve a justified return.

A sound recommendation, for all the goals considered, would direct the subcommittee to objectively reappraise all goals with three things in mind.

1. Establish realistic approaches that can work within existing public systems or with a minimum of modification.

2. Attempt accurate estimations of cost and benefit, especially in monitoring, accident controls and treatment systems.

3. Recognize that some goals may contain pitfalls or loopholes which could lead to their misuse, either against or in favor of, environmental issues.

SPECIFIC COMMENTS

Major Goal

1. This goal sounds good overall but the objectives need to be ranked since some are more lenient than others. A "publicly endorsed" highest priority objective would improve this goal's impact on planning.

2. Objectives should be listed from most lenient to most restrictive to facilitate their understanding.

*The May 6 Draft Goals & Objectives have been read with this review in mind. Some of the suggestions have been implemented in the May 6 Draft; however most of these suggestions remain valid.

3. Objectives "a" and "b" are so close in my estimation they should be combined. (This was already done at the 5/5/76 meeting.)

4. Objective "g" should be reworded since it is unclear whether the objective's intent is to endorse more restrictive environmental controls - for example, in Lake Houston where potable water supply requirements exist; or less restrictive controls - for example, in the Ship Channel where industrial usage and navigation would benefit by more lenient controls, or both.

Goal 1

1. Many of the objectives of this goal are too idealistic to be implemented and tend to discredit the remaining objectives. A realistic approach to this goal is imperative.

2. Objective "a" is so unrealistic it discredits the entire goal. Overlapping authorities provide checks and balances on one another and provide competition for services. Overlapping authorities result in some duplication, but that level is warranted because of the checks and balances. A "super" agency could easily become so massive that flexibility would be eliminated. A more reasonable objective should be to: Plan and implement the reduction of overlapping public authorities and subsequently define continuing overlapping relationships.

3. Objectives "b", "e", and "f", when viewed as a package, exhibit significant drawbacks. Idealistically, the system looks fine. However, this would require a change in the "designated area", and most other jurisdictional boundaries. Additionally, existing agencies and authorities will not relinquish their power to a new agency and the new agency will not have sufficient checks to prohibit it from arbitrary manipulation of its power. (I do not believe objective "f" concerning recall of representatives could be implemented in any but the most extreme cases. This is also inconsistent with normal judicial process for removal of an elected official. Constituent favors could further insure retention of specific individuals in power.)

4. Objective "i" is a good idea but "participation" should not include veto power because "No" is too easy to say if the vetoing entity has no responsibility to develop an alternative.

5. The remainder of the objectives "c", "d", "g", and "h" are reasonable and informative.

Goal 2

1. This is a very sensitive issue which may create major controversies. This goal in some form should be considered because planners need directives which identify the public management tools they can employ. However, in its present form it could be inconsistent with PL 92-500, Section 208 (b)(2)(F, G, & H).

2. Objective "b" may refer to limiting development to stream capacity or to limiting development to existing plant capacities. The first option needs much more work to define what stream capacity is. The second is not a viable management tool because it would force (or allow) unnecessary treatment plant construction in areas not yet committed to development. Consideration should be given to discarding this objective since stream capacity is mentioned in Objective "d".

3. Objectives "c" and "d" seem fair alternatives to a very confusing Objective "b".

4. Objectives "e", "f", and "g" are reasonable directives for planning.

Goal 3

1. Goal 3 and its objectives are good ideas but they will require a tremendous amount of implementation development so that the "simplified" incentive program doesn't provide incentives for arbitrary or improper development.

Goal 4

1. Goal 4 and its objectives are reasonable directives with the exception that Objective "b" is too inflexible. For example, secondary treatment may not be cost effective or needed for certain storm sewers. This implies "treatment for the sake of treatment" - which may be totally unrelated to water quality improvement.

2. Objective "a" (Setting stream standards) should be based on point and non-point influences and not just progress in point source controls.

Goal 5

1. Goal 5 and its objectives are reasonable directives with some exceptions.

2. Objective "c" implies a "disaster strike force" and/or significant preventive measures to minimize spills. Both of these options should be viewed with cost and effect in mind since both are costly and to some degree already in existence. The USCG, for example, maintains a spill control response program.

3. The cost and benefit of Objective "f" should be considered since an intermittent monitoring program might be more reasonable than a "continuing" one, especially in view of the stable nature of non-point source discharges.

Goal 6

1. Goal 6 is a reasonable directive which embraces the intent of public visability but it will be expensive and these costs must be publicly acceptable.

2. Objective "c" of this goal is a very sensitive item. If improperly directed, this list could be very misleading and potentially damaging to otherwise effective waste treatment operations.

3. It must be recognized that Goal 6 would be a very expensive project for which tax (or public) funds would be required. The current view of taxing entities would not be conducive toward establishment of such a project.

Goal 7

1. Goal 7 is a reasonable directive for 208 planning.

Goal 8

1. Goal 8 is a reasonable directive for 208 planning.

JPT/WGS/tg

Joe P. Teller

HAS

May 11, 1976

Houston Galveston Area Council
P. O. Box 22777
Houston, Texas 77027

MS. LINDA HOMFELD: Responding to your mailing of Citizens Advisory Group goals & objectives for 208 planning we suggest:

Item 1.d. Change local to read regional

Item 2.b. Delete the provision. Land use Controls will be essential to a significant and effective water quality plan.

Item 2.c. Change pollutant to read effluent

We endorse all other goals and objectives as presented.

Sincerely, Jos. Robert Deshayes, President

JRD/rlg

cc: Katrina Ladwig
Betty Gromatzky

APAC MEMBER BILL WRIGHT'S
COMMENTS ON THE GOALS AND OBJECTIVES STATEMENTS

1. e, f, and g - are not allowed by any existing law; he is not sure the APAC is the forum for such provisions.

1. h - for long-range decisions, this statement is okay. For short-range decisions, it may not be applicable.

1. i and j - already exist in the law.

1. k - is already being performed by competent professionals.

2. a - has a problem with the term "flexible." This statement should be used as a guideline, not as a limit.

2. b - does not appear to be consistent with statement 2a.

2. c - does not seem to be clearly stated.

2. d - waste treatment facilities should be provided <u>before</u> development occurs.

2. e - limiting the amount of new development to the limits of treatment <u>plus</u> the watershed capacity.

2. f - clarify the term "enhancing."

4. b and c - the term "all" should be eliminated. Some discharges may not be worth monitoring.

5. a, b, and c - all exist already.

6. d - is available now.

7. a - is already existing.

<u>General Comments</u>: The first paragraph which states the overall goal is good. Overall, the goals and objectives still seem too specific.

COMMENTS RECEIVED AFTER

QUESTIONNAIRE MAILOUT

June 11, 1976

Mr. Royal Hatch
Executive Director
Houston-Galveston Area Council
P. O. Box 22777
Houston, TX 77027

Dear Mr. Hatch:

I have just learned of the Area 208 Planning Questionnaire that was mailed out recently by the Houston-Galveston Area Council. I am aware of many of the environmental issues of today and certainly support a clean environment. However, I do object to the above mentioned questionnaire on the following basis.

1 - The survey does not reach into all segments of the society it covers.

2 - The survey assumes far too much knowledge on the part of the participant.

3 - The survey is worded such that the results are already known and no useful information will be gathered.

4 - No choice is given to the participant about the degree of environmental control and the associated costs.

I agree with the purpose of the survey and I suggest that it be changed to include the above points. Perhaps professional opinion survey consultants can be used in gathering the information.

Very truly yours,

Herman L. Davis

H. L. Davis
110 Crestway Drive
Baytown, TX 77520

25TH FLOOR
1100 MILAM BUILDING
HOUSTON, TEXAS 77002
(713) 227-5111

Houston
CHAMBER OF COMMERCE

WILLARD E. WALBRIDGE
Chairman of the Board

June 22, 1976

Mr. Royal Hatch
Executive Director
Houston-Galveston Area Council
P.O. Box 22777
Houston, Texas 77027

Dear Mr. Hatch:

We have reviewed the questionnaire recently distributed by the Houston-Galveston Area Council concerning goals and objectives for the Section 208 planning process. We are compelled to state that the questionnaire as we see it falls far short of being professionally prepared and is not an adequate nor accurate survey in that:

1. The full set of possible courses of action, including inaction, is not presented as choices to the party being surveyed.

2. No sense of the costs associated with various alternates or the aims and objectives is presented to allow the party interviewed to rationalize his economic choices.

3. There has been an inadequate sampling of the broad spectrum of the public.

4. There appears to be a lack of objectivity on the part of the writers in the wording and approach in parts of the questionnaire.

To explain the criticisms in Items No. 1 and No. 2 above, we remind you that people make "value judgments" every day of their lives. They weigh benefits against costs. Thus, we feel the provision should be made to show the options at various levels of "cleanup" of the area waters accompanied by the dollar cost per year per family for each level. In this way, the surveyed party could make his value judgment based on his willingness to pay.

The last two points address the question as to whether the form of the questionnaire itself and its distribution will lead the parties interviewed to a valid result. If the intent is to get the opinion of a broad spectrum of society the sampling to which the questionnaire is being sent must be carefully selected to represent the weighted average of all elements of that society.

There is no quarrel with the intent of the questionnaire. Indeed, the intent is laudable. The use of such a technique is perhaps the only logical way in which citizen input can be gathered in the vast area covered in the 208 planning effort. Because of this, any questionnaire that is developed for this program should be thoroughly and professionally prepared so that not only the maximum amount of useful information is obtained but also that any trace of bias or slanting of responses is eliminated.

We recognize the Chamber's limitations in the field of opinion surveys and recommend that such surveys in all cases be left to the professionals. This can be done either through turning the entire task over to such professionals or allowing the professional to participate in a consultant capacity to your people in preparing such a survey form. The Houston Chamber of Commerce will be happy to form an ad hoc committee of such professionals to assist you at no cost.

The Houston Chamber of Commerce Air/Water Conservation Division of the Manufacturers Committee has long had a history of positive and affirmative action concerning pollution in this area. With one exception, all regulations and actions by the Texas Water Quality Board have been willingly accepted. Our efforts have been devoted to constructive criticism of each proposed regulation so that the regulation as finally promulgated would be as practical and workable in application as possible. Our efforts, we feel, are partially responsible for the cleaner condition of the Houston Ship Channel today, far ahead of the most optimistic of regulatory bodies in the time needed to reach the condition wherein aquatic life could be found throughout the length of the channel. In this same spirit of constructive criticism and suggestions, we write this letter to you now.

If additional comments on the survey form are needed for a better understanding of our position, the Chamber shall be glad to furnish these in either written or oral form.

Very truly yours,

Willard E Walbridge

Chairman of the Board

WEW:dm

July 8, 1976

Mr. William E. Walbridge
Chairman of the Board
Houston Chamber of Commerce
1100 Milam Building
Houston, TX 77002

Dear Mr. Walbridge:

The membership of the Citizens Advisory Group (CAG) was happy to receive your comments in regard to the Goals and Objectives Statements. The set of statements (questionnaire) to which you refer is one step in the process of setting the goals and objectives for an areawide water quality management system which especially addresses the problems of the urban/suburban environment.

The procedure used to develop the statements is an adaptation of a non-adversary process called "the delphi technique," which is used for developing normative goals and objectives in small groups. A number of professional journal articles are available from the H-GAC staff describing the technique. The Goals and Objectives Subcommittee cooperated with the H-GAC staff in adapting the technique to the 208 planning project. A detailed schedule of the steps involved is attached. Reports of the subcommittee and other public meetings are available for review in the H-GAC offices.

At one time or another during the numerous meetings and work sessions, each question which you have asked was also raised and discussed at length. The subcommittee and the CAG as a whole share your concern over these issues. The subcommittee and the CAG recognize that most of the statements are biased against water pollution. The subcommittee, however, made a conscious effort to include the concepts from each written input in the final draft.

In answer to specific points:

1. The "full set of possible courses of action" were not suggested during the process and probably are not known by the CAG at this time. An attempt to set out what might be thought a "full set" of options was discussed; however, the CAG did not desire to foreclose consideration of options which might be discovered in the planning process. Hopefully studies within the 208 planning process will clarify these options so that they can be fully considered prior to final recommendations for action. With regard to the option of "inaction:" no one has suggested or recommended in writing that our waters should not be restored to a fishable, swimmable condition. The question of no action was, however, discussed and discarded because the goal of the project, as established and financed by Congress, is to provide clean waters by 1983.

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2. The CAG could not attach costs to the options presented. It is our understanding that consultants involved in various planning tasks will do so. We agree that all costs and benefits, both public and private, should be taken into account when developing final recommendations, and hope that data on which to base such determinations will be made available during the study period.

3. The CAG agrees that the mailing was not made to a "representative sample" of the population of the 208 planning area. Recipients were those included in B-GAC's computerized mailing list of "citizens interested in water quality." Demographic data were requested on the questionnaire because the CAG was concerned about determining what group(s) the respondents did represent. No attempt will be made to misrepresent the participants in the goals and objectives process. The subcommittee will, however, consider an additional mailing if the returned questionnaires indicate a demographic imbalance in occupation or environmental affiliation. Another mailing in about a year has also been discussed.

4. All of the Goals and Objectives Statements have as their origin at least one or more of the inputs statements submitted in writing at the public workshop meetings on March 13 and 18 and April 8 and 15. Because there were over 187 statements input to the process, the CAG delegated the editing and condensation to the Goals and Objectives subcommittee. The subcommittee attempted to change the concepts as little as possible while at the same time reducing the statements to a comprehensible number. We invite you to inspect the original inputs and compare them with the statements which were mailed after approval by the CAG.

The CAG compliments your organization and its members for their concern. We especially appreciate your offer of professional assistance in the area of opinion surveys. We welcome you to join our group of citizens and assist our water quality planning efforts over the next two years.

Submitted by: R. L. Runnels, Chairman
Goals & Objectives Subcommittee

Approved: Citizens Advisory Group
Areawide 208 Planning

Signed: Ken Kramer
Ken Kramer, Secretary

Attachments

cc: Mr. Royal Hatch
Mr. E. B. Cape
Mr. Phil Scheps

SOME CONCERNS ABOUT GOALS AND OBJECTIVES OF 208 PLANNING*

1. Items proposed by members of the group were random environmental desires which represented specific end results. Group members were sufficiently motivated as to attend important but relatively unknown 208 program.

2. Goals proposed were made without a cost/benefit concept.

3. Goals proposed were made without a technical feasibility knowledge of economics involved.

4. No direct citizen control mechanism incorporated into goals whereby citizens can exercise value judgements of a goal or the program necessary for its achievement.

5. Rating of goals by ballot mailing to persons who were active members of an environmental group (H-GAC list?).

6. Goals were proposed, rated and finalized without benefit of input by a cross section of citizens to be affected.

*Minority opinion presented by Mr. W. F. Muller to the Citizens Advisory Group subcommittee on goals and objectives at its August 18, 1796 meeting.

8/19/76

APPENDIX E

COMPARISON OF 208 GOALS WITH

SAN JACINTO BASIN PLAN GOALS

COMPARISON OF 208 GOALS WITH

SAN JACINTO BASIN PLAN GOALS

The San Jacinto Basin Water Quality Management Plan (hereafter referred to as the basin plan) was accomplished during 1974 and 1975 under the auspices of Section 303(e) of Public Law 92-500 as a portion of the State of Texas continuing planning process. The administration of the plan was managed by the Gulf Coast Waste Disposal Authority and the San Jacinto River Authority.

As part of the basin planning process, a citizen's committee was appointed and mandated to develop local goals and objectives for the study area--the 6035 square mile San Jacinto River Basin, which wholly contains the Houston 208 area. The citizen committee's activities, along with public meetings and mail questionnaires, resulted in the drafting and approval of 10 goals and related objectives. The full set of these goals is incorporated into the final report of the planning effort.

Although the scope of the basin plan differs from that of the 208 plan, the citizens involved in the two goal-setting efforts had roughly the same mandate and constraints. Therefore, a systematic comparison of the two sets of goals should be of interest to planners attempting to ascertain the true nature of the public's attitudes toward water quality.

It should be noted that the 208 goal-framers had the basin goals and related objectives as input data to build upon, although there were very few "returnees" from the earlier study. There was, however, a mood among the 208 committee members that the 208 goals should be somewhat more specific than had been the case with earlier studies. This mood resulted in the goals being stated as short sentences rather than the conversational style characteristic of the basin plan. This style allowed the 208 goals to be individually rated and prioritized more readily than would have been the case if the goals were combined into paragraph form.

The stylistic differences, however, necessitate certain paraphrasing to allow comparison of the concepts expressed by the goal-sets. The following table lists these concepts in one of three categories: (a) common to both 208 and basin plan results, (b) appearing only in the 208 goal statements, and (c) appearing only in the basin plan goal statements. A citation is given after each paraphrased goal or objective to enable the interested reader to refer back to the originally-worded statement. Those citations referring to the 208 goals are enclosed in parentheses. Those referring to the basin plan are enclosed in square brackets.

TOPIC	STATEMENTS (WORDING) INCORPORATED IN BOTH 208 AND BASIN PLAN	STATEMENTS (WORDING) APPEARING IN 208 ONLY	STATEMENTS (WORDING) APPEARING IN BASIN PLAN ONLY
ENVIRONMENTAL QUALITY-GENERAL	° obtain water quality which provides for protection and propagation of fish, shellfish and wildlife; and for recreation in and on the water (O-D) (O-E) [O-2]	° attain drinkable water where feasible (O-F) ° protect groundwater (O-A) ° prevent further degradation of water quality (O-B) ° restore and enhance assimilative capacity of waterways (2-d)	° prohibit discharge of toxic pollutants [O-3] ° establish minimum water requirements; require such minimum discharge [4]
COORDINATION	° provide for improved coordination between all water-related programs (8) [2-I] [5-1]	° coordinate location of treatment facilities with all authorities (2-b) ° coordinate efforts of 208 with all environmental programs such as air quality, solid waste, flood plain, agriculture (8)	° provide TWQB with information required to make centralized water quality decisions [G-A] ° encourage objectives which consider policies of state of Texas [G-C]
INSTITUTIONAL ARRANGEMENT*	° improve coordination (1-c) (8) [2-I] ° encourage public participation (1-e) [2] ° locally elected by single-member district (1-h) (1-i) (1-j) [1] ° jurisdiction consistent with watershed boundaries (1-f) [1]	° require consideration of environmental consequences of management decisions (1-b) ° reduce overlapping authority (1-d) ° board member removal by citizen petition (1-g) ° local authority to enact standards more stringent than state, federal (1-k)	° board with ability to bring suit [1] ° powers limited to comment and review [1] ° make citizens views known to the TWQB [2-II-D]

TOPIC	STATEMENTS (WORDING) INCORPORATED IN BOTH 208 AND BASIN PLAN	STATEMENTS (WORDING) APPEARING IN 208 ONLY	STATEMENTS (WORDING) APPEARING IN BASIN PLAN ONLY
CONTINUING PUBLIC INVOLVEMENT	° identification of responsible agency personnel (6-a) [2-II-F] ° dissemenation of educational material through media, seminars, other means (6-c) [2-III] ° availibility of personnel and data to interested persons and groups (6-b) [2-II-A] [2-III]	° periodic publication of lists of pollution sources (6-e) ° vigilant liaison program with technical community (1-a) ° translation of technical data for citizens without technical expertise (6-d)	° notification of interested groups [2-II-C] ° improvement of procedures for involving special interest groups [2-II-E]
POINT SOURCES-MONITORING AND TREATMENT	° establish and/or improve monitoring techniques, including self-reporting system (4-c) [3]	° review and update standards based on progress toward goals (4-b) ° achieve appropriate treatment of all discharges (4-a) ° limit discharges to capacity of available facilities (2-g) ° provide waste treatment facilities at the time new development occurs (2-a)	
GROWTH MANAGEMENT	° establish controls on development and land use (2-e) (2-a) (2-c) (2-f) [5]	° assure land use measures are flexible (2-e) ° direct growth away from sensitive areas (2-f) ° limit the amount of new development to the assimilative capacity of the watershed (2-c)	° incorporate water quality standards relative to land use categories [5]

TOPIC	STATEMENTS (WORDING) INCORPORATED IN BOTH 208 AND BASIN PLAN	STATEMENTS (WORDING) APPEARING IN 208 ONLY	STATEMENTS (WORDING) APPEARING IN BASIN PLAN ONLY
EFFICIENCY OF WATER USAGE		° encourage recycling (7-b) ° encourage conservation (7-a)	
NON/POINT SOURCE RUNOFF	° study non-point source pollution to identify extent of problem (5-f) [7-1] [7-4]	° utilize non-structural controls where approriate (5-c) ° establish non-point monitoring program (5-f) ° protect against accidental discharge of oil and hazardous substances (5-a)	° investigate storm runoff as additional source of fresh water [7-2-1] ° apply management techniques to storm water runoff to ensure high quality of groundwater supplies [7-2-3]
DREDGING EROSION	° protect water resources against effects of dredging by stricter controls (5-d) [6]	° implement controls on erosion (5-e)	° assess impact of dredging operations on oyster reefs [6-4] ° assess effect of sand dredging on San Jacinto River [6-1] ° strong control on toxic spoil, especially in Ship Channel [6-3]
FINANCIAL CONSIDERATIONS		° provide simplified incentive program (3-a) ° provide for fair distribution of cost of facilities (3-b)	° Assign highest priority to projects in which greatest improvements can be achieved at least cost [10]

TOPIC	STATEMENTS (WORDING) INCORPORATED IN BOTH 208 AND BASIN PLAN	STATEMENTS (WORDING) APPEARING IN 208 ONLY	STATEMENTS (WORDING) APPEARING IN BASIN PLAN ONLY
ENVIRONMENTAL QUALITY- SPECIFIC BODIES OF WATER		° account for special problems posed by existing uses of various bodies of water (O-C)	° improve quality of ship channel to eliminate safety and health risks and minimize adverse effects on surrounding waters [8] [8-2] ° study aeration of ship channel [8-1] ° evaluate impact of future expansion- limit expansion to the extent it interferes with ship channel improvement [8-3] ° insure the quality of the San Jacinto River is maintained [9] [9-3] ° establish limitations on septic tanks affecting San Jacinto River [9-2] ° establish controls on waste dumping by commercial vessels into San Jacinto River [9-4] **
PROJECT PRIORITIES			° Establish and utilize a system of project priorities. Projects with greatest improvement at least cost to get top priority [10]

* The basin plan committee was suggesting the creation of an additional agency with limited power. But the 208 program plan suggested the possibility of a large-scale renovation of institutional arrangements, and the goal-setters were responding to this possibility.

** see also under "DREDGING/EROSION"